

# BUREAU OF ENVIRONMENT

## CONFERENCE REPORT

**DATE OF CONFERENCES:** November 2 and 9, 2006

**LOCATION OF CONFERENCES:** J.O. Morton Building

**ATTENDED BY:** Bill Hauser, Dennis Danna, Christine Perron, Mark Hemmerlein, Jon Evans, Kevin Nyhan, Marc Laurin, Darrel Elliot, Charles Hood, Jim Kirouac, Richard Radwanski, Pete Stamnas, Nancy Mayville, Steve Liakos, NHDOT; Jim Garvin, Jim McConaha, Linda Wilson, and Edna Feighner, NHDHR; Harry Kinter, FHWA; Karl Roenke and Jonathan Ruhan, National Forest Service; Bill Barry and Rita Walsh, VHB; Scott Newnan, SEA; Grace Levergood, NHDES; Matt Walsh, City of Concord; Lynne Monroe and Carol Hooper, Preservation Co.; Joe Grilli and Addie Kim, HNTB; and Mike Johnson, Maine Historical Commission.

**SUBJECT: Monthly SHPO-FHWA-ACOE-NHDOT Cultural Resources Meeting**

*Thursday, November 9, 2006*

(Note: This Conference Report has been reduced to only include the discussion of the Memorial Bridge Project, for reference and record-keeping. MWR 12/15/2006)

**Portsmouth, BHF-X-T-0101(015), 13678. Participant: Bill Hauser, Nancy Mayville and Kevin Nyhan, NHDOT; Joe Grilli and Addie Kim, HNTB; Lynne Monroe and Carol Hooper, Preservation Co., and Mike Johnson, Maine Historical Commission.**

The purpose of this meeting was to present the preferred alternative for the Memorial Bridge project that has been approved by the Commissioner's office and to review the cultural resource effects and mitigation of the alternative on the National Register-eligible Memorial Bridge Historic District.

Nancy Mayville reviewed the status of the alternatives selection. The NHDOT had proposed to replace the lift span of the Memorial Bridge, since lift span rehabilitation is not viable due to the condition of the bottom chord. The last time that the Cultural Resources group met, the modified in-kind replacement alternative for the lift span had been presented. This alternative involved replicating the historic look of the bridge, with laced members on the new lift span. The bottom chord, which would be out of sight, would be a box steel beam, the verticals would be laced, and the deck would be of modern-type construction. The initial differences in agreement related to the need to replicate in kind the sway bracing and the lateral braces at the top (upper lateral bracing). This alternative to replicate the sway and upper lateral bracing, at an additional cost of roughly \$2.5 million, was presented to the NHDOT Commissioner's office and Maine DOT, and formal approval to include this in the preferred alternative was granted in early October.

Joyce McKay stated that, now that concurrence on the preferred alternative has been received, the effects sheets need to be reviewed and completed. Linda Wilson indicated that the effect sheets summarize the determination of eligibility information, effects, and mitigation. She distributed draft effects sheets for collective review and revisions. The elements of the Memorial Bridge Historic District were considered both collectively and as individual components, as well as the effects to the Portsmouth historic district, which has never been formally defined. The effects sheets were prepared for:

- Memorial Bridge (lift span and tower/flanking spans), Portsmouth, NH and Kittery, ME
- Scott Avenue Bridge, Portsmouth, NH
- Memorial Park in Portsmouth, NH
- Badger's Island Bridge, Kittery, ME
- John Paul Jones Memorial Park, Kittery, ME

- Maine approach span to Memorial Bridge
- Memorial Bridge Historic District, Portsmouth, NH and Kittery, ME
- Portsmouth National Register Historic District

Linda Wilson reviewed the effects sheets for these components, proceeding from north in Maine to south in New Hampshire.

Linda Wilson indicated that the form for the Badger's Island Bridge indicates that there is no effect, no Section 4(f) review, and no mitigation required. It was discussed that no changes to the form are needed. (The Badger's Island Bridge was constructed later than the Memorial Bridge and is non-contributing to the historic significance of the Memorial Bridge Historic District.)

Bill Hauser suggested adding a concurrence line on the forms for signature by the Maine Historic Preservation Commission (MHPC). Joyce McKay indicated that the Effects Memo and Memorandum of Agreement, two different documents, would also be drafted for signature by MHPC, incorporating their comments. Mike Johnson indicated that he had no issues with signing the memoranda and would look at the final plans. It was discussed that work would be performed within the existing pavement at Badger's Island and that MHPC had previously indicated that there was no need for further archaeological investigations in Maine. Joyce McKay requested that HNTB send plans of the discussion today to the MHPC.

For the John Paul Jones Memorial Park, Linda Wilson stated that the effects sheet indicates no effect, no 4(f), and no mitigation required.

Linda Wilson presented the form for the Maine approach span, which indicates that there is an effect on setting, but "otherwise adverse effect may be considered not adverse," and no mitigation is required. The form states that documentation materials that already have been completed (including the Historic Structures Report and large format photos) are sufficient. The current modification in-kind design also reduces the effects on the Maine approach span.

Linda Wilson reviewed the form for the Memorial Bridge Historic District, including the lift span and flanking tower spans. This form indicates that the district includes the Maine approach span at least to the southernmost pier of the Maine approach span and possibly the entire Route 1 transportation corridor to Government Street in Kittery. The district includes the memorial parks, the Scott Avenue Bridge, the Memorial Bridge, the Maine approach spans, and the road connecting the Maine approach span to the Badger's Island Bridge. The draft effects form indicates that there is an adverse effect on the district, but that no mitigation is required, in addition to that for the Memorial Bridge, Scott Avenue Bridge, Memorial Park, and the Portsmouth National Register Historic District. Bill Hauser questioned the wording on the form that no mitigation is required for the district. Linda Wilson indicated that the mitigation is specified on forms for individual components, and no additional mitigation is required, but this phrasing will be revised on the district's effects form. It was agreed that the Environmental Study Report would address mitigation needed for the district in its entirety.

Linda Wilson reviewed the form for the Scott Avenue Bridge on the Portsmouth approach, which states that this bridge on the southern Memorial Bridge approach has independent significance. There will be an adverse effect on the Scott Avenue Bridge, as the span will be removed and replaced. Mike Johnson inquired whether the adverse effect on the Memorial Bridge Historic District is in part attributable to the adverse effect on the Scott Avenue Bridge, and this was confirmed. There was discussion regarding the phrasing that: "Lighting design should be developed in consultation with the City of Portsmouth lighting standards, and if possible, reflect the appearance of the acorn-type lighting shown in historic photos of the bridge." It was agreed that this phrasing would be revised to refer to consultation with the city, rather than referencing the city's standard. The effects form also states that: "the goal for the new railing is to achieve a feeling of openness; choice of railing shall be made in consultation between NHDOT, FHWA, NHDHR, and the City of Portsmouth."

Linda Wilson reviewed the form for Memorial Park. It was mentioned that the park was first determined eligible for the National Register in 2004, as a component of the Scott Avenue Bridge. There will be an effect on the park setting, which will be considered a no adverse effect subject to mitigation. Jim Garvin indicated that lighting contiguous to Scott Avenue and the park should be acorn-type fixtures. It was stated that the historic lighting that should be replicated, if possible, is shown on page M-66 of the Historic Structures Report. Archaeological monitoring is proposed during geotechnical explorations and during construction for excavations below 4 feet in depth. The hope was expressed that the park would be returned to a design similar to the one now extant or an earlier design, but recognized that the City would have additional input into the design.

Linda Wilson reviewed the form for the Portsmouth National Register Historic District. No official Determination of Eligibility form has been prepared for the district, but it was determined that the district is clearly eligible for listing, even though the boundaries are unclear. The project is deemed to have an adverse effect on the district. Mitigation is listed on the form as including restoring Memorial Park to its current or previous configuration. Nancy Mayville indicated that the city would like to change entrances in the area of the park to improve traffic safety and are also planning a memorial to Martin Luther King in the park. It was discussed that, last time the city was consulted on their plans for the park memorial, plans had not been developed beyond the concept stage. The effects sheets should take into account the city's plans for this site, and the city and NHDHR should be consulted in the design of the post-construction park layout. Mitigation is also listed as including an interpretive exhibit commemorating the Memorial Bridge, J.A.L. Waddell, and the vertical lift bridges as a bridge type. Again, the current project design also mitigates this impact.

Linda Wilson reviewed the form for the Memorial Bridge (lift span and tower/flanking spans). Mark Richardson commented on wording regarding "low operation and maintenance costs," and it was agreed that this would be reworded. The Scott Avenue summary description is repeated under the Memorial Bridge.

The summary description of cultural resources also describes Native American and Euro-American archaeology. Linda Wilson noted that IAC had found disturbance to a depth of 4 feet through mechanical trenching in memorial park at the western end of the project area. If project disturbance goes below that level at the west end or expands beyond areas clearly disturbed by the construction of the existing bridge at the east end near the shore line, archaeological monitoring during construction will be necessary. Clear provisions for monitoring and the construction delays necessary to accommodate data recovery will need to be made in the contract. IAC has already conducted trenching in the only accessible area available.

The form for the Memorial Bridge summarizes effects on each component of the historic district of the two main alternatives: lift span replacement and lift span rehabilitation. The rehabilitation was deemed to have no adverse effect on the Memorial Bridge Lift Span. The replacement alternative was considered to have an adverse effect on the Memorial Bridge Lift Span and Tower/Flanking Spans and an adverse effect on the Portsmouth National Register Historic District. The impact here is adverse, but much reduced by the current design for the lift span. Because of the need to replace the eligible Scott Avenue Bridge, the effects on this resource are also adverse. Addie Kim inquired whether, for the purposes of NEPA and 4(f), the discussion would focus on the major alternatives (no build, rehabilitation, lift span replacement modified, lift span replacement in kind) and broach treatment of the range of alternatives considered under Section 106. Bill O'Donnell indicated that other alternatives that were considered but dismissed would be covered in the history section, but not as major alternatives in the 4(f) and or in the Environmental Study Report documents.

Mitigation for the Memorial Bridge replacement was discussed as including HAER documentation. Bill Hauser inquired about the Historic Structures Report as HAER documentation. It was discussed that this report was intended to serve as HAER documentation and would be updated to reflect the consultation held since the document was prepared and additional alternatives considered. This document includes most if not all of the necessary large format photographs.

Jim Garvin raised the issue of the interpretive exhibit in Prescott Park, and it was agreed that the wording in the effects memo should allow for a location other than Prescott Park, in the event that permission is not granted to use the park for this purpose. Negotiations with the Trustees of Prescott Park will be needed to gain permission to locate the exhibit in Prescott Park. Nancy Mayville indicated that the sign could be placed in Memorial Park, if needed. Lynne Monroe suggested that the exhibit could alternatively be placed under the bridge within the right-of-way, where there is a vantage point along the waterfront.

Steve Liakos raised the issue of the need for drainage improvements, which may warrant additional archaeological investigation, since the condition of the existing drainage system is not well known. Nancy Mayville indicated that a provision could be inserted into the contract if drainage improvements are needed.

In summary, mitigation discussed for the Memorial Bridge project is as follows:

1. The revised Historic Structures Report bringing the project up to the current agreements with the large format photos including those that were overlooked, i.e. of the original design sheets.
2. An outdoor, interpretive panel exhibit, of about 3 panels covering the history of the bridge, the significance of the bridge type and the work of Waddell. It would include illustrations-line and photos. Another proposal may include simply a state historic marker.
3. Professional photos of the Memorial Bridge being replaced.
4. All necessary phases of archaeology including any currently unplanned drainage.
5. Consultation with the City about design elements such as lighting, bridge rail, and the Memorial Park design.
6. The current modified in-kind replacement of the lift span.

Nancy Mayville indicated that the NHDOT is getting the project ready as part of its 10-year plan and would like to have the project on the shelf ready for bid as soon as possible. Linda Wilson indicated that revising the effects sheets was a clerical matter, now that consensus had been reached on the effects/mitigation.

Submitted by Joyce McKay, Cultural Resources Manager  
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